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ABSTRACT

International cooperation in education in Guatemala is examined with regard to objectives, allocation, and effects of technical and financial assistance. The document is presented in two major sections. Section I focuses on how educational planners respond to social needs and political influences. Topics discussed include difficulties of maintaining consistency in educational guidelines in the face of frequently changing governments, long-term and short-term objectives, conflicts between rural and urban interest groups, and assessment of needs in basic education, literacy, nonformal education, and professional training. Section II examines relationships between national development objectives and international cooperation. In addition, it specifies amounts of international aid which have been allocated to various sectors including education, culture, and urban development. The report concludes with the suggestion that education in Guatemala will benefit more from international aid when the Guatemalan government clarifies its own educational objectives and when the government is able to allocate for educational purposes some of the money which is now spent on housing, health, transportation, agriculture, and communication. (DB)

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Unesco's Division of Educational Policy and Planning is undertaking an essessment of the effectiveness of international cooperation in education, with a view to identify possibilities for improvement. In this connection, a number of country case studies have been commissioned to research institutes or specialists in a sampling of developing countries.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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INTERNATIONAL COOPERATION IN EDUCATION:

THE GUATEMALA EXPERIENCE

by

Edgardo A. Castañeda

June 1979

SO 013 238

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FOREWORD

Unesco's General Conference at its 19th session (Nairobi, Kenya, 1976) resolved that the Secretariat give particular attention to "gathering and disseminating information about new educational policies for the renewal of educational systems, adapted to specific needs on the basis of particular social, economic and cultural situations and aimed at promoting democratization of the systems within the framework of life-long education" (Programme Resolution 1.111).

In line with this mandate the Division of Educational Policy and Planning began in 1977 reproducing selected technical papers and distributing them as a series under the general title: "Reports, Studies ...". The aim of this series is to stimulate reflection and discussion on current issues confronting educational policy-makers, planners, administrators and school architects. Distribution is limited to Unesco officials at Headquarters and in the field, as well as interested technical personnel in governmental and private institutions. It is hoped that this series will promote and serve as a vehicle for increasing communication between individuals and institutions concerned with policy and planning aspects of education.

The "Reports, Studies ..." series consists of two sub-series : (i) papers with a subject orientation (numbered S.1, S.2, etc.) and (ii) papers focusing on a given country (numbered C.1, C.2, etc.). Subject papers deal with such topics as educational policies and legislation, planning and management techniques, planning and design of educational space and facilities, the relationship of education to productive work and employment, inter-country cooperation, the role of education in respect of the New International Economic Order, etc. Country papers are either brief profiles of the educational system of a particular country (mainly the LDCs) or treat a specific reform or aspect of the country's educational system.

Some of the papers reproduced in the series are "desk studies" based on information available within Unesco, others were originally prepared as background or discussion papers for a meeting or seminar, while still others are personal position papers representing part of a continuous dialogue within the Unesco Secretariat.

Papers are selected for the series on the basis of their topical interest. Readers should bear in mind that many, if not most, of the papers are working documents, unedited and not intended for public distribution. Some of the authors have written in a language other than their mother tongue, which explains certain linguistic deficiencies. It must also be stressed that the papers present the ideas of their respective author and do not necessarily reflect the policies of Unesco.

The Division of Educational Policy and Planning welcomes comments and suggestions concerning the series and invites readers to make known their reactions to particular ideas presented or to entire papers. In certain cases it may be possible to reproduce such comments and reactions in a subsequent issue of the series. For the convenience of readers who may wish to contact the author of a paper, the current contact address is given whenever possible.

AVANT PROPOS

La Conférence Général de l'Unesco, lors de sa 19e session (Nairobi, Kenya, 1976) a décidé que "la collecte et la dissémination de l'information sur les nouvelles politiques d'éducation pour le renouvellement et la réforme des systèmes d'éducation adaptés aux besoins spécifiques basés sur des situations sociales, économiques et culturelles particulières et qui ont comme objectif la démocratisation des systèmes dans le cadre de l'éducation permanente" (Résolution 1.111 du programme) se situent parmi les objectifs prioritaires de l'Organisation.

Conformément à ce mandat, la Division des politiques et de la planification de l'éducation a entrepris en 1977 la reproduction et la distribution de certains documents techniques, sous le titre général de "Rapports et Etudes ...". Cette série a pour objet de stimuler la réflexion et les discussions portant sur les problèmes courants auxquels doivent faire face les décideurs, les planificateurs et les administrateurs de l'éducation ainsi que les architectes scolaires. La distribution se limite aux professionnels du Siège et hors-Siège, ainsi qu'aux personnels d'institutions gouvernementales ou privées susceptibles de les trouver utiles pour leur travail. Nous espérons que cette série constituera un moyen pour promouvoir et augmenter la communication entre les individus et les institutions concernés par les différents aspects des politiques et de la planification de l'éducation.

Ces "Rapports et Etudes ..." se divisent en deux catégories: (i) les documents qui traitent d'un sujet (numérotés S.1, S.2, etc.) et (ii) les documents qui traitent d'un pays (numérotés C.1, C.2, etc. Les premiers portent sur des sujets tels que les politiques et la législation de l'éducation, les techniques de gestion et de planification, la planification et l'étude des espaces, constructions et équipements éducatifs, la relation entre éducation/travail/emploi, la coopération entre les pays, le rôle de l'éducation par rapport au Nouvel crdre économique international, etc. Les seconds présentent des profils du système éducatif d'un pays donné (principalement les pays les moins développés), ou traitent d'une réforme ou d'un aspect spécifique du système éducatif du pays concerné.

Certains des documents reproduits dans cette série sont des "desk studies" basés sur des informations déjà existantes à l'Unesco, d'autres ont été préparés à l'origine pour servir de documents de base ou de discussion à des réunions ou séminaires, alors que d'autres encore, exprimant les positions personnelles des auteurs, se situent dans le cadre d'un dialogue permanent au sein du Secrétariat de l'Unesco.

Les documents sont choisis pour cette série en fonction de l'actualité du sujet traité. Les lecteurs doivent tenir compte du fait que beaucoup, sinon la plupart, des documents sont des documents de travail inédits et ne sont pas destinés au public. Certains auteurs ont rédigé ces documents dans une langue qui n'est pas la leur, ce qui explique certaines faiblesses linguistiques. Nous voudrions également souligner que les documents expriment les idées de leurs auteurs respectifs et ne reflètent pas nécessairement la politique de l'Unesco.

La Division des politiques et de la planification de l'éducation souhaite recevoir des commentaires ou suggestions au sujet de la série, et demande aux lecteurs de bien vouloir faire part de leurs réactions à certaines idées exprimées ou à des documents dans leur ensemble. Dans certains cas, il sera peut-être possible de reproduire ces commentaires et réactions lors d'une prochaine parution de la série. Les adresses des auteurs des documents sont indiquées afin de donner aux lecteurs qui le désirent la possibilité d'entre en contact avec eux.

RESUME

Cette étude, réalisée par M. Edgardo Castañeda, analyse la coopération internationale en matière d'éducation dans le contexte du Guatemala. L'idée directrice est l'impact que peuvent avoir les macro, aussi bien que les micro implications de cette coopération dans des domaines spécifiques.

La plupart des données présentées pour l'éducation figurent dans l'important volume de documents que représente le Plan National de Développement récemment revu. On peut également les trouver dans les rapports statistiques provenant de diverses sources officielles telles que le Ministère de l'Education, l'Université de San Carlos, et le Bureau Statistique du Ministère de l'Economie.

Dans la première partie du document, l'auteur étudie les plans et les politiques nationales d'éducation ainsi que leurs objectifs à long et à moyen terme.

Dans la seconde partie, il examine les relations existant entre les objectifs nationaux et la coopération internationale. Toutefois, le Guatemala ne possède pas une politique claire et définie en ce qui concerne la coopération technique. Le Plan National de Développement pour 1979-83 attache une attention particulière au problème de savoir comment cette forme de coopération peut contribuer à accélérer la croissance.

Ainsi que le souligne l'auteur, la coopération internationale est un bon catalyseur pour introduire des changements dans le système d'éducation.

INTERNATIONAL COOPERATION IN EDUCATION:

"THE GUATEMALA EXPERIENCE"

I Background

In compliance with the subscribed contract, signed on December 20th, 1978, I am submitting a case study on Guatemala's technical cooperation. The subject is analyzed having in mind the overall impact of technical cooperation in education both in the macro concept as well as in the micro implications it has in certain specific cases.

Most of the educational data appears in the ample number of documents which conform the National Development Plan as recently completed (January 1978) and in the statistical reports of several official sources such as the Ministry of Education, University of San Carlos and the Statistical Department of the Ministry of Economics.

The reader should keep in mind that although the author tries to present an objective view of the subject, his personal involvement and professional biases might have slanted his judgements to some extent, ahead of time, my apologies.

II CASE STUDY IN INTERNATIONAL COOPERATION IN EDUCATION.

1. National Education Policies and Plans.

1.1 Objectives of the Educational Sector

The national development plans which so far amount to five from 1966 up to date, have tried to synthesized solutions and problems in the educational sector, in order to provide guidelines to the different governments which Guatemala has had. The latest of these plans has recently been completed, and it is still being sanctioned to become official; this plan: 1979-83 proposes the following long and middle range objective for education:

1.1.1 Long terms objectives:

(a) Create a correspondence between the educational system of the country and national needs.

GUATEMALA : BASIC DATA

AREA		POPULATION	DENSITY
Total	108,889 Km^2	6.5 million (mid-1976)	59.7 per Km^2
Agriculture	45,503 Km^2	Rate of Growth: 3.0% (from 1960/76)	142.9 per Km^2 of arable land

POPULATION CHARACTERISTICS (1973)

Crude Birth Rate (per 1,000)	43.4
Crude Death Rate (per 1,000)	13.3
Infant Mortality (per 1,000 live births)	84.1

INCOME DISTRIBUTION (1970)

% of national income, highest quartile	66.5
lowest quartile	6.7

ACCESS TO PIPED WATER (1974)

% of population - urban	88
- rural	15

NUTRITION (1975)

Calorie intake as % of requirements	91
Per capita protein intake (gr/day)	59

HEALTH (1973)

Population per physician	4,570
Population per hospital bed	470

DISTRIBUTION OF LAND OWNERSHIP (1970)

% owned by top 10% of owners	81.4
% owned by smallest 10% of owners	0.5

ACCESS TO ELECTRICITY (1975)

% of population - total	22
- rural	4

EDUCATION (1975)

Adult literacy rate %	47
Primary school enrollment %	64

GNP PER CAPITA in 1976 : US $ 629 Rate of Exchange:

$ 1.00 = Q 1.00

(b) Provide education to a larger portion of the population.

(c) Conform education to the needs and expectations of the people.

(d) Contribute to the conservation of the cultural values of the indigenous groups and seek for a national identity.

(e) Conservation and rational exploitation of Guatemala's natural resources.

(f) Contribute to the development of a national scientific and technical "know-how".

1.1.2 Middle range objectives

(a) Expand and orient the educational services toward the rural areas and the marginal urban center.

(b) Conform the educational contents to the needs of the rural and less privileged groups.

(c) Provide means for a better exchange of communications among the different cultural groups which conform the country (bilingual education: Spanish and indian dialects.)

(d) Increase the administrative capacity of the educational system.

(e) Improve the formation of educational personnel and the introduction of adequate methodologies.

(f) Increase literacy in the rural area.

(g) Increase the elementary education services in the rural areas.

(h) Increase the efficiency and services of non-formal education.

(i) Orient secondary education toward professional training.

(j) . In higher education train professionals and technicians that will contribute to the solution of the country's present needs.

Although the short term consequences are not explicitly outlined in the Educational Plan, it is obvious that the main purpose is to make participant of the educational process, those large portions of the population which have normally remained marginal to it. These population, highly scattered in rural areas and concentrated in city slums, will have the chance (at least as far as the plan is concerned), to receive some type of education or training and will be motivated to remain in it as long as the system is capable of providing solutions to their needs.

Special concern will be given to those educational bottlenecks which have made education a relatively inefficient system when dealing with "basic survival" of the rural people and in the equipping of its organization with techniques that could render better administrative results.

1.2 Mechanism for change and reform.

In Education, the Government of Guatemala, as the only legal responsible entity for said matter, entered into a reformation of the Ministry of Education since 1974. The 1975/79 Development Plan proposed a total restructuring of the existing organization into three main sectors:

(a) Formal Education
(b) Non-Formal education, and
(c) Science and Technology

This institutional change intended as a feasible means to plan, implement and execute the educational activities in the country, was put into action by a Governmental Decree, on February 12, 1975.

At the beginning, the National Commission for Science and Culture (NCST) was formed in order to "guide, coordinate and evaluate the execution of the Education Plan" . The Commission was organized at the highest hierarchical levels of government to guarantee sufficient institutional and political strength, especially when dealing with other sectors; therefore the Ministries of Agriculture, Economy, Health and the Secretary of the Planning Council were coordinated in NCST by the Minister of Education.

The same Governmental Decree which created the Commission gave birth to the "National Junta of Non-Formal Education" (NJNE) whose main role consisted in the formulation of lines of action and the establishing of priorities for non-formal education. NJNE was to coordinate every governmental program dealing with non-formal education and had the responsibility of leading and guiding the execution of education programs and "modules"*.

As an additional advancement to the non-formal education plan, on November 12, 1976, a special "Sectorial Planning Office" (SPO) was created in order to introduce systematic evaluation and research to this educational phase.

The main tasks assigned to SPO were:

(a) Follow-up the execution of the National Education Plan

(b) The introduction of remedial actions when necessary.

(c) The formulation of long, middle and short range plans in Education, in coordination with the National Planning Council.

The execution of most of these measures resulted in:

(a) The detection of failures in the organization of the education sector;

* The programs were divided in self-contained "packages" called modules.

(b) the need for a more adequate educational legislation; and

(c) the urgency to have trainned personnel.

In January 1977, a new education law was issued, which provided the basis for the institutional change intended. In synthesis the two main products of this plan were: (a) The National Commission for Science and Culture; and (b) The National Junta for Non-Formal Education.

It should be stated that although the legal intentions have made feasible some advancements in the institutional aspects, the Ministry of Education as such, still remains an awkward administrative agent whose inertia has harmed more than helped education in the country. Is obvious that the extreme centralization makes any decision difficult and costly; therefore, the new Education Plan 1979/84 addresses itself to these issues recognizing that even when formal steps have been taken toward a total reform, only a small part of the "iceberg" has emerged so far.

1.3 Quantification of Needs; How Plans are Formulated into Projects to Meet Specific Needs.

In Guatemala, the educational opportunities for the majority of the population are scarce, contributing negatively to the critical levels of illiteracy and schooling in the country. In a very broad sense the statistical data shows that:

(a) Pre-elementary education is almost non existent in the rural areas and only serves 9% of the population between 5 and 6 years of age. In absolute figures attendance to this level amounted to 37,000 students in 1977.

(b) In the rural areas close to 450,000 children between the ages of 5 to 12 only speak their indigenous dialect

(not Spanish) and only 8% (about 35,000) are attending some type of Spanish training program.

(c) 92% of the population over 15 years of age lack elementary education training.

(d) Half of the population between 7 and 14 years of age registered for elementary schooling.

(e) Of the 1970 cohort which started elementary education only 32% completed their six years of education in 1975.

(f) In 1977 only 21% of the population between 13 and 15 years of age (475,000) registered in the first year of secondary education.

(g) Of the population between 16 and 18 years of age only 11% registered at the diversified secondary (professional) level of education (50,000) and of this group almost a 90% registered in urban areas (against rural).

(h) Technical vocational education only amounts to less than 3% of the secondary diversified registration.

(i) Higher education registered in 1978 close to 45,000 students, amount which represents less than a 5% of the potential population.

The above information highlights the low efficiency of the formal education system and the extreme centralization of services in urban areas (especially the main cities) bis a bis the rural areas.

It is important to notice that although the statistical data available is not so reliable, there is a negative trend in education, which can be observed in the budgetary allocations to the system. In 1974 a 16% of the national budget was assigned to education, in contrast to 9% in 1977. Illiteracy has increased in absolute and relative terms (72%) mainly due to a high population growth and to the inability of the educational sector to cope operationally with this problem. *

1.4 Decentralized Planning to Meet the Needs of Particular Groups and of the Underprivileged.

One of the important advances in the new education law is the recognition of decentralized administrative actions. For this purpose provisions are made for the creation of Regional Administrative Offices responsible for proposals of education in this territory and may suggest and execute whatever measures seem adequate to adapt education to the social and economic conditions of the people. A successful case has developed in the highlands of the North West part of Guatemala. The Regional Administration has been receiving technical cooperation to conform some programs to the indian culture of the region. Although these programs are still too new, a major break-through has taken place in the system considering the old centralized tradition.

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* It should be stated that the 1976 earthquake which demolished large part of the existing schools, should have made this trend to be reversed due to the need for infrastructure, but evidently education has a very low capability of planning and executing.

2. International Cooperation General

2.1 National Objectives and Policy Regarding International Cooperation.

Technical cooperation in this context is understood as a variety of programs, projects and activities through which Guatemala receives international aid, from countries or international organizations. This cooperation could consist of consultants or experts, training, equipment, materials etc.

When this cooperation is an integral part of a financial program provided to the country as a loan is normally a reimbursable deal; while when the financing is part of grants or loans in which institutional strengthening is sought has often been of a non-reimbursable type. Most loans which Guatemala has received (since 1966 up to date)* contained a qualitative component (technical cooperation) that on an average amounted to 10% of the total loan.

On December 31, 1978, Guatemala had contracted a total of Q 1,1 billion dollars in loans; approximately Q 108 million dollars were "technical cooperation" as such (reimbursable) and the rest for physical infrastructure. Non-reimbursable cooperation amounted to Q 8,707.300 which added to reimbursable cooperation gave a total of Q 117,0 millions approximately (10.6% of the total financing in Guatemala.)

Guatemala as yet, does not have a clear and defined policy regarding technical cooperation; nevertheless, in the National Development Plan (1979-83), as a development need several programs and projects are "earmarked", with technical

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* Because of the so-called "English debt" due to the Belice territory dispute, Guatemala was not able to contract loans with international organizations prior to the full payment of this debt in 1966.

cooperation requirements. As a result of this plan, and based on previous experiences, several financial organizations are expected to take interest in these proposals and send "missions" either to identify projects, evaluate or assess certain sectors or to prepare projects for financing.

It is interesting to notice that only until the past 10 years, international organizations have discussed to some extent their particular interests about specific program areas with the local responsible technicians or politicians. Before, the project identification missions visited the country, sometimes even without full governmental consent, and spotted those programs that according to their Board of Directors had the chance of being approved.

In the present Development Plan a new scheme was deviced stating:

(a) The need to establish a high level committee to coordinate and persue negotiations toward loan or technical cooperation contracts*;

(b) The concern to centralize all communications with international organizations, to avoid misunderstandings or duplication of efforts; and

(c) The need to have a specialized body of experts, that although rendering services to different governmental offices, could be called to help in the analysis or negotiations of international loans or technical assistance.

For the areas which so far have received most of the financial support of international organizations, please refer to Schedule No. 1 which follows:

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* This Committee is integrated by the Ministers of Finance and Planning and by the President of the Central Bank and the Director of the National Budget.

Schedule No. 1

Guatemala: Total of Foreign Loans by Agency up to 12/31/78 (in thousands of U.S. $)

Sector	AID	CABEI	IDB	IBRD	Other Sources	Total	%
Urban Development	6502.3	6840.0	63,430.0	-	-	76,772.3	(7.1)
Transportation	4900.0	34,580.0	52,500.0	15,800.0	-	107,780.0	(9.9)
Health & Social Assist.	6097.7	12,200.0	130,374.0	-	5837.0	154,508.7	(14.2)
Education, Science & Culture	12,200.0	-	8,600.0	18,700.0	-	39,500.0	(3.6)
Industry & Commerce	5000.0	700.0	3,500.0	2,040.0	-	11,240.0	(1.0)
Tourism	-	12,000.0	19,500.0	-	-	31,500.0	(2.9)
Communications	-	9,300.0	-	42,000.0	-	51,300.0	(4.7)
Energy	9,500.0	51,134.2	105,000.0	127,000.0	135,495.5	428,129.7	(39.4)
Housing	-	35,000.0	20,000.0	78,960.0	3,250.0	137,210.0	(12.6)
Agriculture	11,500.0	-	25,400.0	10,400.0	1,750.0	49,050.0	(4.5)
Administrat. & Servcs.	-	-	126.0	-	-	126.0	(0.1)
TOTAL	55,700.0	161,754.2	428,430.0	294,900.0	146,332.5	1,087,116.7	
%	5.1	14.9	39.4	27.1	13.5		100%

Source: National Development Plan 1979-83
Secretaría Nacional de Planificación

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The chart shows that almost 40% of all financing (loans) has been for energy and that education has only received less than 4%. Agriculture which is Guatemala's most important revenue sector only has received 4, 5% while urban development and housing, total together almost 20%.

In related, activities such as technical consulting services, training, etc., there is no way of even knowing roughly their order of priorities, since the extreme lack of detailed statistical data and the difficulty of its collection, considering the lack of coordination in the past. It seems that in the near future, at least the basic information will be found in the Secretariat of the high level committee responsible for the coordinations and negotiations of technical cooperation in Guatemala.

2.2 International Aid Streams into the country, main partners, Sectors affected, magnitude of aid, Trends;

As it may be observed in Schedule No. 1 the main sources of technical ooperation are:

(a)	Intermaerican Development Bank (IDB)	39,4%
(b)	World Bank (IBRD)	27,1
(c)	Central American Bank (CABEI)	14,9
(d)	Agency for International Development (AID-US)	5,1
(e)	Other sources including, CIDA from Canada, Venezuelan Funds, etc.	13,5
		100,0%

These sources seem to have favored energy and physical infrastructure in contrast to the so-called "social sectors". In education for example, the total contribution of US $39,5 millions only amounts to a 3,6% of all financing. Comparing contributions made to this sector by each of the main sources cited, as part of

their overall contribution, the results are as follows:

AID	-	21,9%
IBRD	-	6,3
IDB	-	2,0

The largest single source of financing in education has been the World Bank (US $ 18,7 million) for Secondary Education (two loans) amounting to 47,3% of all contributions made to education (US $ 35,9 million). One of the reasons why most social development financing has been in the areas of housing and health, is due to the 1976 earthquake. From the above data, it may be stated that:

(a) Most financing (81%) is of multinational organizations, while 5% comes from the U.S. and 13,5% from other bilateral sources.

(b) Although there is no trend analysis, it seems that in the future most financing will be multinational in nature and that investments will still favor basic economic infrastructure, especially energy.

(c) Considering that the education loans are relatively recent (1970-1978) the possibilities for a larger increase of financing in this sector seems difficult, at least for the next 4 years.

In technical assistance of non-reimbursable nature, most sources are multinational (UN, OAS, IDB, CABEI, etc.); nevertheless, contributions by "friendly" nations share a larger proportion (40%) of the total aid supplied in this respect.

AID supplied in a non-reimbursable form is applied as shown in Schedule No. 2, that follows:

International Coop. in Ed.

Schedule No. 2

Technical Cooperation (non-reimbursable) contracted by the Government of Guatemala up to Jan. 31/78 and Programmed for 1979 (in thousands of U.S. $.)

Sector	1978	1979	Increm. % 1978/79
Public Adm. Politics, Econom./ Social	2228.2	1704.0	23.5
Agriculture	1725.8	1432.0	17.0
Science & Technology	184.0	184.0	-
Social Sectors	22.6	-	-
Education	579.3	726.3	25.4
Employment/Population	10.0	-	-
Energy	795.9	795.9	-
Finances, Banks, etc.	5.6	5.6	-
Industry	482.5	310.5	35.6
Nat. resources (soil)	230.0	80.0	65.2
Recreation	12.0	-	-
Health	879.8	603.0	31.5
Transp./Telecom.	122.7	-	-
Tourism	21.0	-	-
Housing/Urban Develp.	1407.9	642.8	54.3
TOTAL	8707.3	6484.1	25.6

Sources: Technical cooperation plan, as shown in the SGCNPE Plan for International Technical Cooperation p.3 Guat. 1978

Education in 1978 was scheduled to receive 6,6% of the total technical cooperation intended, while in 1979 it is programmed for an 11,2%. The largest areas of support are in Public Administration, Politics and Planning (25,5% in 1978 and 26,2% in 1979) and Agriculture (19,8% in 1978 and 22,0% in 1979).

Technical cooperation of a non-reimbursable nature is liable to decrease a 25,6% in 1979 due to the fading out of some "disaster" aid provided for the 1976 earthquake.

2.3 Regional Cooperation - aid and trade, UN and other economic groupings.

Guatemala, as one of the five countries which conform the Central American Common Market participates in several regional programs, mainly focused around economic development and trade. As part of the integration efforts the Secretariat for Economic Integration (SIECA) was formed in 1960, since then several restructuring attempts have taken place and although sometimes conflicts have developed among the five countries (El Salvador and Honduras, and now Costa Rica and Nicaragua), the amount of integration accomplished is significant. Education in this concept has an organization called Consejo Educativo Centroamericano (CEC), whose main role has been to serve as a communication vehicle for the Ministers of Education of the area, including Panama. As part of this modest integration scheme, UNESCO-UNDP served as cathalyst for the creation of "The Red Educativa Centroamericana" (Red) whose main task has been instrumenting education exchanges among the six different countries and limiting the duplication of efforts at least as regards planning, research and education is concerned. Through the "red" several regional meetings have been held and important subject areas as "Basic Rural Education" have become a meaningful concept in the area.

Some financial organizations such as the World Bank, the Interamerican Development Bank (IDB) and the Central American Bank for Economic Integration (CABEI) have individually sponsored isolated programs in education with some

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"regional integration" intended; nevertheless, only IDB has provided financial support to CEC (as non-reimbursable technical cooperation) backing up UNDP and UNESCO.

Universities in Central America have a Common Superior Council (CSUCA) which in the sixties served as an efficient promotor of research and improvement of education in the area. Several projects brought rationalization of resources in education and creative programs both at higher as well as secondary education. IIME as the research branch of CSUCA, in 1962-3 served forcefully to highlight the secondary teacher training crisis, prooving that less than 1% of the teachers had no academic qualifications to work in secondary schools. From there on, governments sought financial and technical support for the development of adequate secondary teacher training programs, and in Guatemala gave birth to the largest systematic attempt to expand and improve education in the country (40 million dollars investment in 8 years in secondary education and an equivalent amount for elementary education.) From international regional organizations, Guatemala and Central America as a whole have received specific support in the training of high and middle level manpower. The Latin America Planning Center (ILPES), the Latin American Economic System (SELA), the Organization of American States (OAS), etc. have spent most of their efforts in training individuals in various disciplines stimulating the exchange of experts and the discussion of education problems in seminars and conventions.

The U.N. (UNDP) moved its regional headquarters to Guatemala since 1976 and has been instrumental in the coordination of several education efforts among technical cooperation donors, both multilateral as well as bilateral.

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2.4 Cooperation and the New International Order - what place does International Cooperation have within the country's total external relations?

A natural disaster (earthquake) brought to light again the benefits of international cooperation and broke some of the old images about foreign aid. In 1976 considering the magnitude of the human and material losses assessed in 22,000 lives and nearly $ 400 million dollars, made of Guatemala an "attractive" country for loans, donations and technical cooperation. Normally in the past Guatemala had maintained a conservative position with respect to foreign aid, to the extent that its foreign debt was one of the lowest in Latin America (1.7% debt service ratio in contrat to a 9.5% for the Latin America average.) Since then and due to the circumstances the debt service ratio averaged 8% and also the style of foreign debt changed from the private to the public sector. This situation brought the realization that foreign aid "per-se" was not harmful, nor the presence of foreign experts automatically meant "imperialism". Donations in kind of money represented no less than $ 150 million dollars and meaningful attitudinal changes took place both from donors as well as recipients of this aid.

3. International Cooperation in Education

In Section 2.1 of this report an operational definition of international cooperation is provided, including both financial support such as loans or grants as well as technical cooperation per-se. For the particular analysis of this section, both concepts will be discussed.

3.1 Quantitative magnitude - Share of International and Regional Cooperation that relates to the education sector.

As stated before 3,6% of international financing is earmarked for education. The totality of these funds are loans for which the public sector has allocated the necessary counterpart financing details of the type and amount of these loans, is shown in Schedule No. 3 that follows:

Schedule No. 3

International Loans for Education by Agency (up to Dec. 31/78 (in thousands of US $)

Agency	Amount of Loan	Counterpart Funds	Total	%
AID				
Elem. Education (PEMEP II)	7.000	1.750	8.750	14,7
Reconstruction	5.200	927	6.127	10,4
IDB				
Middle level manpwr. Formation (INTECAP)	8.600	5.124	13.724	23,2
IBRD				
Second. Ed. (PEMEM)	14.500	8.850	23.350	39,5
Reconstruction	4.200	3.020	7.220	12,2
TOTAL	39.500	19.671	59.171	100.0
%	66,7	33,3	100.0	

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It may be observed that 14,7% of all financing is for elementary education (formal schooling) and that 39,5% is for secondary education. Reconstruction amounts to 22,6% and is aimed at the rebuilding or replacing of schools (elementary or secondary), without regard to qualitative improvements. Of all financing 1/3 is of counterpart funds and the rest, loans of "soft nature" fluctuating between 2% to 7% of interest rate. The IDB loan intended for short-term manpower formation was conceived originally as a parallel project to the IBRD formal secondary schooling, but due to the lack of coordination of both donor as well as recipient agencies the original concept failed.*

Most of these projects, except the reconstruction ones, had qualitative components such as:

(a) Curriculum development;
(b) research;
(c) design and production of education materials; and
(d) training of personnel

The share of funds intended to take care of these activities, in relative terms amounts to:

AID	47,0%
IBRD	7,5%
IDB	8,8%

The IDB contribution includes a sizeable portion of German funds provided by the West German Government as parallel financing for this project.

As explained in previous chapters, technical assistance intended for 1979 in education will increase in a 25,6% of the 1978 contribution.

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* This was the first systematic attempt to coordinate and interrelate formal and non-formal education to avoid student attritions and to provide "meaningful" education to the 14 to 19 years of age group.

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These funds were used and are intended to serve for the programs described in Schedule No. 4 that follows:

Schedule No. 4

Technical Cooperation for Education 1978-9

(in thousands of US $)

			%
OAS	Q 166.3	166.3	22.9
Evaluation & development of Education Tests.	30.0	30.0	
Research & Educational Planning.	30.0	30.0	
Research on types of Educ. Investment.	30.0	30.0	
Center for the restauration of Cultural Property.	31.0	31.0	
Development & Restauration of Libraries	9.8	9.8	
Organization and Restauration of National Archives of Central America.	5.5	5.5	
Educational Technology	30.0	30.0	
	168.0	180.0	24.8
UNDP			
Support to the Nat. Educ., Science & Culture Plan.	168.0	180.0	
	200.0	380.0	52.3
AID			
Technical Assist. for the Dev. of Hum. Res.-		80.0	
Basic Rural Education	200.0	100.0	
Bilingual Education	-	200.0	
	45.0	-	
UNICEF			
Non-Formal Education	45.0	-	
TOTAL Amount	579.3	726.3	100.0

Source: SGNPE Technical International Cooperation, July 1978

More than 1/2 of this technical cooperation is provided by AID (bilateral agreements) and the rest by OAS and UNDP, (multinational support). This information does not include the technical cooperation of regional nature because of the lack of sufficient data; nevertheless its share could not be significant enough as to affect these relations.

After the 1976 earthquake, several international organizations sent aid to Guatemala. This support was channelled through an Emergency National Committee, later called Reconstruction Committee, but it is not known exactly how many of these funds went into education.

3.2 Value of aid streams to education, proportion of public expenditures; its relation to national objectives; aid channelled to meet specific needs; positive and negative impacts;

In Guatemala the value of technical cooperation for education has varied substantially and without defined tendencies, because of the lack of local capabilities to clearly identify priorities areas in this respect. An analysis of some of these factors is shown in section 3.3 of this report.

In 1978 the national education budget amounted to US $ 90,0 millions equivalent to a 9,6% of the total national budget. Technical cooperation for the same year amounted to approximately US $ 580,000, equivalent to 0,6% of public expenditures in education. In 1979, the national education budget amounts to US $ 94,0 millions, equivalent to 8,9% of the national budget; technical cooperation amounts to US $ 726,000, which represents 0,7% of the programmed expenditures for education.

To establish the level of consistency between technical cooperation in education and national

objectives, two different situations will be analyzed:

(a) The 1975/79 Plan for Education; and

(b) the 1979/83 plan.

The first one expressed concern for education as a mean to overcome the economic underdevelopment of the country. Objectives and goals were too broad and general, failing to pinpoint at the program level, more specific results and actions. The 1979/83 plan tries to be precise to make up for the generalities of the first Plan. Both Plans highlight the need for a larger support to non-formal education, one stating the problems and the other looking for operational programs for their solution.

Technical cooperation within both plans is aimed toward non-formal education, the institutional strengthening of the education, science and culture sector and the conformation of a more organized Ministry of Education. Curricula reform was supported but only at the research stage.

Most actions, due to their lack of actual priority, were executed and sometimes opposite activities or programs came into being because of the lack of serious governmental orientation. In 1976, a secondary education loan (World Bank) was signed, including a considerable share of technical cooperation. This program did not appear in the 1975/79 plan and secondary education was not of priority (US $ 14,5 millions of loan). Also a middle level manpower formation program was approved; it was financed by an IDB loan (US $ 8,6 millions), again not of priority in the plan, since the loan objectives were for infrastructure and secondary training.

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The 1976 earthquake brought new deviations to the originally intended schemes; therefore, technical cooperation centered its attention in the disaster area (20% of the national territory) and reconstrucion loans and aid contracts were signed. The total amount of these actions added to approximately US $ 9,4 million, especially for the rebuilding of schools (elementary and secondary). Some thought was given by the Government to the idea of taking advantage of the disaster to introduce substantial curricula modifications, this never took place. Two years after the earthquake, the entire educational system came back to its old pattern and again the manifest objectives and goals of the 1975/79 Plan were put back into action. Evaluating the results of these efforts one may conclude that:

(a) The instituional objectives persued became a reality only on paper, failing to become operational;

(b) Non-formal education, became a recognized concept but no more than that.

(c) The alleged ministerial reform never took place.

(d) Reconstrucion was identified with rebuilding of infrastructure, not improving at all the past "school concept".

In synthesis the 1975/79 Plan was a general statement about how to improve education but whose implementation and execution never came into discussion. In this context, international cooperation applied its efforts into those areas that it felt of priority, obviously bringing pluralism of actions without orientation and with little understanding or ac-

ceptability from those receiving it. Most international organizations did not find counterparts that could enter into "joint" ventures" and most of their actions were of a "do-good" nature as felt by the donors.

3.3 Problems in Regional and International Cooperation.

Is normal that technical cooperation in a country such as Guatemala, becomes a serious endeavour. In previous chapters some of the main problems are discussed, and although there might be some repetitious concepts in this section, the intention is to emphasise and expand those which could, in view of the author, be helpful in future programs. Documents were studied and interviews with several education and non-education experts were held. The synthesis of their judgements is expressed here.

(a) Regarding financial assistance

(i) It is not well known by which agreements or under which theories financial organizations (international) orient their funding to certain types or levels of education. This circumstance might prove practical to the different financial agencies involved, but for the recipient countries, it tends to arise doubts about the "honesty" of their policies or the seriousness of their proposals. In addition, most of the "small print" of the loan agreements takes for granted that interest rates, commitment charges, grace periods, etc. are normal every day concepts that politicians and technicians understand and can be rationalized in the context of a particular funding program. In Guatemala, these conditions

have made that Congress or the Council of Ministers to reject certain important loans, since there is no flexible application of them. High interest rates, short grace periods, etc. have been accepted by governmental bodies for infrastructure or productive loans, considering that their rate of return can be grasped without difficulty by laymen. The opposite happens with social or educational loans; normally the financial organizations fail to make a convincing case for them and the layman finds sufficient intuitive arguments as to defeat such propositions. Countries are not free to negotiate any of the so called "standard conditions" even when depending on the type of loan, these should change or at least reviewed. Loan conditions are "one sided" propositions dictated to the country as a whole and not flexible enough as to be applied differently depending on the type of program.

(ii) As regards the contents of the programs or the proportion of qualitative and quantitative emphasis, due to the lack of experience in the country, the final proportions are proposed by the financial organization, bringing as a consequence programs with too much concern for the investment implications - more buildings and equipment, than contents per-se. Such was the case in the latest approved secondary education loan (PEMEM II), in which only a 7,5% is of a qualitative type. Of course, it is recognized that there is no "rule of thumb" that can always be applied, but at least a more systematic criteria should be followed in order to decide

ahead of time which negotiation points to raise or which actions to take to balance programs accordingly.

(iii) Technical standards requested by loans do not conform to "in-situ" conditions. Sometimes when education infrastructure is to be built, the first problem that comes to mind (at least in the most populated areas) deal with the size of the sites. Banks normally want large plain sites while the available ones might be small (relatively) and not so plain. Such is the case for a recently signed loan in which no understanding has been reached about sites after three years of continuous search for solutions. Regarding construction materials and their specifications, the same argument applies. Standards that are set normally are ideal or refer to atranious conditions of the country. In an elementary education loan, intended to build elementary schools and normal rural schools, pre-fabricated materials were specified and of sizes and weights beyond the typical construction culture of Guatemala. The problem became more evident when the rural normal school was built in the North Western highlands at incredible costs due to the difficulty of transporting slabs and iron structures in narrow and steep roads. Indian houses of the area are built with tile roofs and adobe. Students attending the school (5 years) are living in a building with an environment entirely contrasting to their own and perhaps will end up teaching in rural schools of no resemblance whatsoever to the cement and "iron fortress" in which they completed their teacher training program.

This is one of multiple examples in which the physical infrastructure dominates the programs and the real objectives are set aside and cultural values tend to be disregarded. Economic and construction criteria made that the technical cooperation (Consultants) required to be contracted carelessly to the extent that several of them came from the United States of America, without notions of Spanish. Loans in general have "strings attached" and that is a known fact; normally bilateral agreements favor or restrict contracts and purchases to those available in the "donor" country. Optimum results can not be reached in circumstances like this, since the normal needs of the programs are forced to find satisfactors constrained to those offered in that particular country. One obvious examplification can be found in a technical vocational school in Guatemala, in which equipment had to be purchased in the U.S. and its specifications, sometimes only applied to gigantic surplus machinery that when bought by U.S. consultants (hired to advise in equipment) and brought to Guatemala had to be sunked at the sea port of entry because of its lack of adequacy both in size and in specifications.

(iv) Internal organization problems in national agencies, sometimes contribute negatively to the right use of technical cooperation. Most governmental offices have at one time or another received some type of aid, which due to the large political mobility of some of its key personnel makes any follow up difficult. Normally, loans are given to "ad-hoc" organizations created specifically to manage a particular program, therefore, the level of existing experience is low and the amount of execution "know-how" is highly unpredictable. Most organizations lack experience in dealing with the mechanics of a loan or grant, especially if more than one organizations are involved. A secondary education loan intended for an

integral improvement of this level of education, was coordinated by the Ministry of Public Works, its educational contents by the Ministry of Education, its financing came from the World Bank and the Ministry of Finance; as consulting institutions UNDP contracted UNESCO and for the agricultural contents AID gave a grant to the Ministry of Agriculture which was to coordinate its application through the Secondary National Agricultural School and the School of Agronomy of the National University. In synthesis, the organizational structure was a complicated proposition not responsive to the real needs of the Program.

(b) Regarding International Technical Cooperation.

(i) Normally the identification of program areas is not a coordinated effort between donor and recipient partners, therefore, the actual effect of technical cooperation is diluted or distorted to conform to each others interests. International organizations tend to analyze programs with a more objective view or with methodologies not known sufficiently in the recipient country. Depending on the type of political views prevailing at the time of the analysis, the level of mutual trust will fluctuate between absolute acceptance to open rejection, not dependent upon actual problem evaluation but on political rapport. It is also typical to encounter "fashion" programs being sponsored by international organizations, without second thoughts about their validity in this contect. For example during the past two decades,

fashion programs have shifted from literacy to educational technology or non-formal education and agencies (donors) have especialized and formed experts and have accumulated experience which they want to apply as soon as there is a chance. When countries or recipient agencies have not defined their interest, the "donor" interest will prevail and the "sale of canned programs" might take place.

(ii) Sometimes two or more institutions might find themselves competing to offer technical cooperation to the same program, and if there is no local policy or orientation to deal with this situation, harmful results could develop, especially reflected in delays to deal with the problems at hand, or discoordination in the application of solutions.

(iii) Perhaps the most difficult part of any technical cooperation is the selection of the "right" consultants. If an expert is hired to fulfill a particular task, his technical qualifications tend to receive a larger portion of attention; nevertheless, other personal characteristics should be emphasised such as: (i) his ability to communicate in his own language and that of the recipient country; (ii) his ability to socialize with counterparts; (iii) his sensitivity to understand other value systems; etc. In Guatemala, sometimes experts have failed to adapt their technical "know-how" to the dimensions of the local expertise and their actions are viewed as arrogant. If this image is not improved by adequate communications, the possibilities of fric-

tions and antagonisms may harm whatever good technical intentions the consultant might have exerted.

(iv) Time elapsed between the conception of a technical cooperation and its actual execution is relatively long. Most programs pass through the national and international bureaucratic procedures such a long time that when finally approved, the type and level of the problem or solutions do not conform to those during analysis. Some type of planning mechanism should be developed to overcome this difficulty and face ahead of time those instances which will delay the initiation of a technical cooperation.

(v) Technical assistance has a high tendency to contract international experts (foreign to the country), while in several instances local consultants could be a better alternative. It is true that a lack of control in the application of contracts could be detrimental to the objectivity of personnel selection, but also the idea of repatriation or the formation of local experts should be analyzed. In several instances local experts can be more effective considering that his cultural knowledge of the country might be a valuable asset in the rendering of his services.

(vi) In the area of training, it is important to bring the level of expertize up to a certain point that is not so elevated as to motivate "brain drainge" to develop countries. There is a tendency to "overtrain" people because of the misconception that the more training given the more benefit it will have for the individual on his society. In several training programs, individuals are the final

beneficiaries of socially intended results, mainly because their training went beyond the optimum level required by the particular program. Also the training of teams seems to bring more tangible results, since groups of technicians complement each other while individuals might become isolated cases of little or no impact within their organizations.

(vii) One more example which combines several of the instances cited before is provided by the Secondary Teacher Training School which operates at the National university and is responsible for: (a) Training of secondary education teachers; (b) Provide in service training to those academically not qualified to teach in secondary schools; (c) Provide in service training to supervisors and administrators; (d) Produce educational materials; (e) Carry out educational research. At the initial conception of the program, The National University (San Carlos), UNDP and UNESCO, were responsible for the overall planning and implementation of these activities., The Ministry of Education sponsored scholarships and the infrastructure was built by the Ministry of Public Works. UNESCO contracted consultants which were coordinated by a Project Coordinator who was the counterpart for the Teacher Training School Director. During the actual execution of the Program, UNESCO Consultants pressed for the compliance of an agreement written three years before and whose validity was not questioned again. Because of the lack of up-dating the agreement, it emphasised the training of teachers almost exclusively in the mathematical and natural sciences, disregarding other areas such as: social studies, Spanish, Technical vocational

subjects, administration, supervision, etc. After the first two graduate groups came out of the school, all existing demand was saturated and the trainned teachers (which had received scholarships) could not be placed by the Ministry of Education. This case is a typical instance in which the actual educational situation was not reviewed again and the demand and supply of teachers was not taken into consideration. The Project Manager (for the entire Education Program) warned and even opposed the unflexible position assumed by the Teacher Training Project Coordinator (Consultant), but all his arguments were referred back to the UNDP agreement which resulted in a lack of reality to the entire effort. It is obvious that the Consultant had to conform to his terms of reference, but above all, his main task should have been to aid in the solution of the actual problem and not to restrict himself solely to the UNDP agreement. At the present time after five years of the program, the same qualitative defficiencies can be identified at Secondary Education and the needed orientation toward agriculture, industry or commerce cannot be accomplished since there are no teachers available to teach these subject areas. Unfortunately, a precious opportunity was lost and due to the difficulties of obtain additional financing, a similar instance might not be encountered soon.

(viii) In the area of non-formal education the 1975/79 Education Plan proposed the integration of the Education Sector. For the advancement of this idea, the necessary organization was conceived and the initial project represented the conformation of the "Basic Module for non-formal education"

(See Section 1.2 of this report). The basic studies were conducted by the University of Stanford (U.S.A.) and the type of research conducted became so sophisticated that the final result was more academic than meaningful to the case study at hand. More doctoral desertations were prepared than actual useful data to advance the formulation of an operational non-formal education program. After the 1976 earthquake UNDP/UNESCO, also an important source of technical cooperation to the program, felt that the efforts of the Basic Module had to be addressed to the disaster area; nevertheless, the University of Stanford with the backing of the Agency for International Development (AID-USA) felt that the program should remain in the initial research region. It is important to notice that the national agency responsible for the program, found itself being advised quite differently by each consulting team and not having sufficient local experts the impact intended for the Program diminished drastically and from the 600 thousand persons that were to be served by the program in a period of five years, scarcely 6000 in total have had any access to it. This case makes evident that competition between agencies providing technical cooperation could be harmful especially if the local counterparts do not have an integral notion or some experience in the program.

(ix) In the area of Rural Education, AID financed a grant for Rural Village Education, with the intention of identifying communication means which could make education effective and economic. Radio was to be one of the basic media and research and monitoring was to be carried out by groups of U.S. Consultants. The Ministry of Education as the

recipient institution, assigned counterparts to execute the Program and the "experiment" was almost exclusively guided by the consultants, since the local experts had only limited notions of the techniques involved. The grant as such returned almost in its totality back to the U.S.A., since the cost of professional services was one of the main categories. Results were published in Guatemala, after they had been published in the U.S.A. and the usefulness of the program is questionable since the local capacity to manage it was never developed. The program as such could never be considered a Guatemalan experience since local experts and rural population only served as subjects for an experiment whose hypothesis was not the result of a US-Guatemalan dialogue but a political imposition of doubious intentions.

From the examples and arguments presented one may state that the main problems encountered in education in international cooperation seem to be:

(a) The imposing of priorities to the country rather than the product of mutual agreements;

(b) The underestimation of local experts and their techniques.

(c) The financing of physical and quantitative programs more than qualitative ones.

(d) The proposal of isolated projects, rather than integrated programs.

(e) The compliance to "international" standards rather than the conformation to the actual local needs.

(f) The experimenting with local values of the population without regard to the local effects.

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3.4 Future Prospects - Is the country likely to increase, decrease or redirect its international cooperation in education? What should international cooperation in education be?

In Guatemala the creation of the Unidad de Proyectos (Agency of Projects =UCPRO) within the Secretariat of the Planning Council has made possible the identification of all programs and projects at three different stages:

(a) idea;

(b) design;

(c) negotiations; and

(d) execution

UCPRO has listed and computerized all projects with the idea of avoiding duplications and to guarantee sufficient coordination and support for them. Parallel to this effort, the government is requesting pre-investment funds to finance those studies that are considered worthwhile and consistent with the 1979/1983 national plan.

The National Plan (developed during 1978) define objectives (long, middle and short term) strategies and policies for all sectors and for the area of technical cooperation, specifically spells out those concepts which will be persued in education.

In principal what the Plan proposes is a better coordination of all negotiations dealing with technical cooperation; therefore, it legally creates a special committee for this purpose (See Section 2.1 of this report). This decision was officially communicated to all international technical cooperation institutions in order to channel future actions through these mechanisms. During the four year plan (1979/82) the government intends to invest in education close to US $ 182,0 million dollars of which a 63% will be infrastructure, and 37% for social actions such

as: personnel development and training, production of educational material; and research.

Programs have been divided in:

(a) Basic Programs and Projects, which include:

Basic Education, Bilingual education (Spanish training for indigenous groups), elementary education, secondary education and Non-formal education.

(b) Support Programs and Projects, which include administration, planning, research and technical cooperation. The cost of these programs has been included as part of the Basic ones.

Schedule No. 5 shows the total investments, operations costs and total costs of the six main programs and sub-programs. It is important to notice that of the Q 113,8 million for investment includes permanent, old and new programs. New projects as such amount to a 42% of the total investment intended. See Schedule No. 6 for details.

Regarding Physical investments in education for the years 1979/82, Schedule NO. 6 shows the total investment intended by levels or types of education as well as the yearly distribution of these funds.

Schedule No. 7 indicates the amount to be invested in new projects, of which a 40% will be for labor training (at secondary level) and the rest for rural or urban basic education.

Schedule No. 5

COST OF PROGRAMS & SUB-PROGRAMS IN THE EDUCATION SECTOR 1979/1982
(In thousands of Quetzales)

PROGRAMS AND SUB-PROGRAMS	TOTAL COST		OPERATION COST		INVESTMENT COST				
					TOTAL	PHYSICAL INVEST.			SOCIAL INVE
TOTAL		557309		375574	181735		113795 (63%)		67940 (37%)
1. Basic Education		14183		11981	2202	1226	1226		976
1.1 Pre-elementary Educ.	11847		10115		1732			506	
1.2 Elemen. Urban (Marginal) Educ.	837		622		215			215	
1.3 Basic Rural Educ.	1499		1244		255			255	
2. Bilingual Educ. (Spanish training)	9387	9387	7450	7450	1937	1937		1937	1937
3. Elementary Education		381034		262019	119015		65761		53254
3.1 Elementary Urban	183183		132577		50606	25085		25521	
3.2 Elementary Rural	190096		122056		68040	40676		27364	
3.3 Elementary for Adults	4218		4018		200			200	
3.4 Functional Literacy	3537		3368		169			169	
4. Secondary Basic		92465		51208	41257		36025		5232
4.1 Basic	71959		46928		25031	21084		3947	
4.2 Schools for Labor Training.	20506		4280		16226	14941		1285	
5. Secondary Diversif. Educ.		53570		36720	16850	10783	10783		6067
5.1 Technical Educ.	30000		17460		12540			1757	
5.2 Normal Schools	20510		17450		3060			3060	
5.3 Regular Secondary	3060		1810		1250			1250	
6. Non-Formal Education		6670		6196	474	--	--		474
6.1 Basic Module	5740		5452		288			288	
6.2 Institutional Integration.	930		744		186			186	

Guatemala: Plan Nacional de Desarrollo 1979/1982, Sector Educación, Enero 1979

Schedule No. 6

PHYSICAL INVESTMENT IN THE EDUCATION SECTOR: TOTAL

1979/1982

(In thousands of Quetzales)

Physical Investment	year 1979/82	%	1979	1980	1981	1982
TOTAL	113794.7	(100%)	25994.7	26100.0	28000.0	33700.0
1. Projects in Execution	52869.2	(46%)	22906.2	23148.9	6814.1	0.0
2. Continuous Programs	13373.5	(12%)	3088.5	2951.1	3959.6	3374.3
3. New Programs	47552.0	(42%)	0.0	0.0	17226.3	30325.7

Schedule No. 7

PHYSICAL INVESTMENT: NEW PROJECTS IN EDUCATION
1979/82
(In thousands of Quetzales)

Projects	year 1979/82	%	1979	1980	1981	1982
TOTAL	47552.0	(100%)	0.0	0.0	17226.3	30325.7
1. Rural & Urban Marginal Educ. Dev. 1/	14000.0	(29%)	0.0	0.0	4000.0	10000.0
2. Loan increase for Rural Elem. Schls.	10000.0	(21%)	0.0	0.0	4000.0	6000.0
3. Secondary Schools for Labor Training.	19000.0	(40%)	0.0	0.0	7000.0	12000.0
4. Improvement of general infrastructure for a re-orientation of Elementary Education (Urban and Rural) 2/	4552.0	(10%)	0.0	0.0	2226.3	2325.7

1/ Total cost of project Q 27 millions. In 1983 Q 13 million will be invested.

2/ Total cost of project Q 7.5 millions. In 1983 Q 3 millions will be invested.

Guatemala: Plan Nacional de Desarrollo 1979/82, Sector Educación, Enero 1979

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The information supplied in previous Schedules has fully taken into account the budgetary projections of the Central Government, the loans and infrastructure project in execution or in the process of being negotiated and the most feasible new projects to be propqsed for financing.

The Government allocated pre-investment funds in order to guarantee that the intended investments will be obtained and that the supporting studies will be sufficient and adequate for the financial requests to be made. For the 1979/82 period a total of Q 8.3 millions have been allocated (in the plan) of which a 77% will be external financing (Q 6,4 millions) and the rest of local resources. Schedule No. 8 shows the pre-investment projects that will be financed in education and scientific and cultural activities.

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Schedule No. 8

PREINVESTMENT ON THE EDUCATION SECTOR FOR 1979/1982

(in thousands of Quetzales)

Projects	Year	TOTAL	1979/82 Internal F.	External F.
TOTAL		8300.0	1900.0	6400.0
1. Educational Development rural and urban marginal.		2700.0	480.0	2220.0
2. Secondary technical education for labor training.		1400.0	300.0	1100.0
3. Improvement of physical infrastructure and the reorientation of elementary education (urban and rural)		1000.0	240.0	760.0
4. Inventory of educational physical infrastructure in the country.		650.0	325.0	325.0
5. Study of needs for labor training at secondary education		550.0	130.0	420.0
6. Bilingual education (Spanish)		550.0	120.0	630.0
7. Study about the utilization of educational technology.		550.0	95.0	455.0
8. Formulation of programs for research, and information about science and technology.		850.0	210.0	640.0

Guatemala: Plan Nacional de Desarrollo 1979/1982, Sector Educacion, Enero 1979

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Technical cooperation required and its execution was quantified for the priority education projects that appear in Schedule No. 9. The total number of man/months of technical cooperation is estimated in 576 that translated to dollars amounts to US $ 3,2 millions at an average cost of US $ 5.500 per man/month. Two thirds of the man/months are to be allocated in Basic Education Programs including non-formal education (10%); the rest (37%) will be for support Programs such as planning (21%), research and administration. See Schedule No. 9.

Schedule No. 9

INTERNATIONAL TECHNICAL COOPERATION REQUIREMENTS
NATIONAL DEVELOPMENT PLAN 1979/82

(man/ months)

	TOTAL	%	1979	1980	1981	1982
TOTAL	576		114	156	156	150
A. Basic Programs	360	63%	60	102	102	96
1. Initial Education	24	4%	6	6	6	6
2. Spanish training	84	15%	12	24	24	24
3. Elementary Education	126	23%	18	36	36	36
4. Basic Secondary	42	7%	6	12	12	12
5. Secondary Diversified	24	4%	6	6	6	6
6. Non-Formal Education	60	10%	12	18	18	12
B. Support Programs	216	37%	54	54	54	54
1. Administration	48	8%	12	12	12	12
2. Planning	120	21%	30	30	30	30
3. Research	48	8%	12	12	12	12

54 Guatemala: Plan Nacional de Desarrollo 1979/1982, Sector Educacion, 1979

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Technical cooperation as analysed in relation to the estimated national budget allocated to education shows the following:

Schedule No. 10

Relation of Technical Cooperation to the Education National Budget 1979/82 (in thousands of Q.)

Year	Min. of Ed. Budget	Technical Coop.	%
1979	94017.9	627.0	0,7
1980	128912.4	858.0	0,7
1981	172198.6	858.0	0,5
1982	222533.5	825.0	0,4
TOTAL	617562.4	3168.0	0,5

The average proportion of technical cooperation to the education budget is of 0,5%. In relation to the estimated total financing (exclusively) of about Q 115.5 millions technical cooperation will amount to approximately 2,7%.

Based on these data, it appears that technical cooperation will not represent a large proportion of the intended educational efforts; nevertheless, there is some type of organization introduced, since at least quantitatively there is some notion of what is intended.

The international organizations responsible for each one of the different technical assistance pinpointed, are not identified by name, but seems logical to assume that the same patterns of past years will continue to be applied.

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Is important to realize that at least the effort of centralizing information at the Planning Office, has helped to visualize the need to avoid duplications, the concern for more efficiency and effectiveness and the concern for better application of these scarce resources.

4. Summary

Technical cooperation in Guatemala has represented and will represent an important part of its educational movement, even when quantitatively might not be as large as one would wish.

The past has shown that:

(a) Technical cooperation is a good cathalyst for the introduction of changes in the educational system; sometimes it may prove practical to blame changes on an "identifiable" powerful "donor" institution when internal opposition to change is too radical.

(b) Training of nationals in different fields and sectors would not have been possible if international organizations and bilateral agreements would not have allowed for such activity. Still the argument of individual training against team training seems to be valid.

(c) Programs have been loaded with physical help (infrastructure) while contents have been of second priority.

(d) Consultants have not usually been adapted to the country or the opposite (as the consultant would argue).

(e) Programs sponsored have normally been designed and suggested by the "donor" agency and not the product of a joint decision with the recipient country.

(f) The lack of a centralized body that would coordinate or channel technical cooperation has not made possible a systematic absortion of experiences that could allow for better national proposals.

(g) Time consumed in making programs feasible is sometimes longer than their actual execution.

(h) Sometimes too much specialization of consultants has resulted in inadequate recommendations (too much over-the actual basic problem).

(i) Multinational agreements seem to encounter less antagonism than bilateral ones.

For the future technical cooperation in Guatemala might find:

(a) Better national organisation for being more coordinated and better informed.

(b) A modest increment in its use, as far as the quantitative data shows.

(c) Still the concern for more physical than qualitative applications.

(d) A lack of sufficient numbers of local counterparts which could make the job easier.

(e) Less chauvinistic attitudes of nationals regarding international cooperation or foreign aid.

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